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**a MANUAL for**

**PREPARING the**

**CAPITAL IMPROVEMENT PROGRAM**

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september 1949

CITY AND COUNTY OF SAN FRANCISCO · DEPARTMENT OF CITY PLANNING

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CITY AND COUNTY OF SAN FRANCISCO  
HONORABLE ELMER E. ROBINSON, MAYOR

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Chief Administrative Officer Manager of Utilities

Paul Oppermann, Director of Planning  
Joseph Mignola, Jr., Secretary

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This Manual is designed for use by Departments concerned with capital improvements and public expenditures required in connection therewith. Departments not contemplating capital improvement expenditures during the next six years should so indicate on the enclosed card and return this card to the Department of City Planning.

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A Manual for Preparing the

CAPITAL IMPROVEMENT PROGRAM

1950-1956

"The department of city planning shall prepare and submit to the mayor, the board of supervisors, the controller, and each officer, board, or commission concerned, on or before the 20th of January a report recommending a program of capital improvements....."  
Charter Section 69.1

City and County of San Francisco  
Department of City Planning  
September 1949

A Manual for Teachers

CAPITAL EXPENDITURES

1931-1932

The Department of Education will  
prepare and submit to the Senate, the  
Board of Regents, and the Legislature,  
and also to the public, a report on the  
condition of the State at the close of  
the fiscal year ending June 30, 1932.  
The report will contain a full  
statement of the condition of the  
State at the close of the fiscal year  
ending June 30, 1932.

State of New York  
Department of Education  
Albany, N. Y.

# CITY AND COUNTY OF SAN FRANCISCO

ELMER E. ROBINSON, MAYOR

## DEPARTMENT OF CITY PLANNING



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JOSEPH MIGNOLA, JR.  
*Secretary*

September 3, 1949

100 LARKIN STREET, CIVIC CENTER  
SAN FRANCISCO 2, CALIFORNIA

File No.: D-954

TO: All Departments, Officers, Boards and Commissions

FROM: Department of City Planning

SUBJECT: PREPARATION OF 1950-1956 CAPITAL IMPROVEMENT PROJECT SCHEDULES

As you know, Section 69.1 of the Charter requires that the Department of City Planning prepare annually a report recommending a comprehensive program of capital improvements based on projects for inclusion in the budget for the next fiscal year and those proposed for the five subsequent years.

Last year's program, the first report under the new charter provisions, was successful in establishing procedures under which this annual job can be done, and in the main these procedures will be followed this year. However, it is necessary in the preparation of each annual report to review previous programs, eliminate projects completed or abandoned, note progress made on work underway, and consider new projects. Provision must be made for projects to be financed with City or other funds in each of the six years. Also the City must be ready to take advantage of Federal or State funds that may be available.

If the long-range capital improvement program required to be submitted to the Mayor and the Board of Supervisors each January 20th by the Department of City Planning is to present fully the situation concerning all public improvements, the information provided the Department upon which it bases the program should be as accurate, up-to-date and complete as possible for each project. The first step is for each Department to submit a description of its recommended projects. This Manual is designed to assist in that job.

In brief, three steps should be taken immediately:

1. Fill out and return the attached card promptly.
2. Notify the person in your Department, if other than yourself, with whom the Department of City Planning may regularly confer on the procedures for this year's program.
3. Prepare to submit well before November 30 your program of projects in the order of priority you accord them, following this Manual and utilizing the forms here described. Forms are available now, on your request. Please report on all projects you submitted last year even if your report is that the project has been abandoned.

Be assured of the wholehearted desire of the Department of City Planning to cooperate fully with each Department in simplifying and expediting the task of preparing and reporting on the capital improvement program.

Sincerely yours,  
*Paul Oppermann*  
Paul Oppermann,  
Director of Planning





THE CAPITAL IMPROVEMENT PROGRAM  
.....

Purpose of the Capital Improvement Program

The primary purpose of Section 69.1 of the Charter is to make available for consideration by the Mayor and Board of Supervisors a well balanced program of capital improvements that shows the City's most urgent capital requirements in order of their priority. Such a program, revised annually, will make available to each department the tentative programs of all other departments, providing an overall view of the City's capital improvement program, so that informed decisions can be made and joint programs initiated.

Similarly, it will make available to other governmental agencies, privately managed public utilities, and other public groups a comprehensive view of the intentions of the City so that they, too, may make sounder judgments concerning construction programs. It will also bring together the information necessary to better evaluate the facilities proposed in each of the districts that together comprise the City.

The program offers a complete city-wide picture of public improvements indicated for construction and their order of urgency. The information is intended to assist the Mayor and Board of Supervisors in making their decisions concerning the City's capital improvements.

Furthermore, it will facilitate comparison of recently accomplished construction with current and proposed future capital improvements to maintain proper balance in carrying out the master plan of city development. Finally, such a program will keep the City in a position flexibly to add to, or to reduce its continuing program of construction, on the basis of soundly determined priorities, whenever its fiscal policies require adjustment to changing economic conditions.

Capital Improvement Projects

For purposes of reporting a project may be defined as a capital improvement which is self-contained and which will usually be constructed as a unit. Many projects will be steps in the development of large programs. Whenever possible each individual item which is a usable structure should be designated as a project. In general most capital improvements will be those projects expenditure for which corresponds to Controller's Object of Expenditure Classification No. 500 - Buildings, Structures and Improvements, or No. 600 - Land.

Information Required for Each Project

In order to prepare its report and to develop its recommendations the Department of City Planning requires from each agency of the city government certain information concerning the capital



improvement projects proposed for the next fiscal year and those projects on which each department believes work should be underway in the five succeeding years.

To expedite and simplify the work of each department in reporting to the Department of City Planning we have prepared standard blank forms, copies of which are forwarded herewith. A form is provided for information concerning each individual project ("Individual Project Data" Form P-2).

### Budget Requests

All projects which will be included in budget requests for 1950-51, which are filed with the Controller on February 1, 1950, should be reported to the Department of City Planning by November 30, 1949 so they may be included in the capital improvement program for 1950-1956. It is important that departmental budget requests for capital improvements submitted next February reflect the projects as reported in November and included in the capital improvement program for 1950-1956.

### Information Required on the Program as a Whole

All of the projects included in the six-year program will be summarized. To aid in this each department is asked to summarize its projects and submit a "Summary of Projects" (Form P-2s).

### Use of Forms

These forms are a revision of Forms P-1 and P-1s used last year. The use of these forms is described in "Explanation of Use of Forms for Supplying Data on Capital Improvement Projects" below. Only sample forms are being forwarded at this time but as many forms as may be required will be furnished each department upon request.

### Date for Return of Forms

It is necessary that the requested information be submitted in compliance with the time schedule specified in the Charter so that the material from the various departments may be assembled mapped, analyzed, and discussed with the respective departments before the recommendations of the Department of City Planning are prepared and submitted to the Mayor and the Board of Supervisors on January 20.

Therefore, it is requested that all forms be filled out and returned to the Department of City Planning as soon as conveniently possible, but not later than November 30.

Cooperation in submitting programs in advance of this date will be greatly appreciated, as it is important that sufficient



time be available to give every project the study it merits, and to determine its proper place in the 1950-56 program.

### Project Analysis

The analysis by the Department of City Planning is much more complete for projects proposed to get under way in the first year.

By Charter it is required that the recommendations of the Department of City Planning for projects proposed for the next fiscal year be based upon review in sufficient detail to constitute clearance of the proposals for conformity with the master plan. In order to give adequate consideration to these proposals including their relative urgency it is necessary for the Department to receive by November 30 the proposals for the next fiscal year, 1950-51, in specific terms.

In analysis of these projects the Department of City Planning divides projects into two groups, (1) street and street utility projects, and (2) buildings and park and recreational projects. Analysis of these two types of projects follows somewhat different procedures.

The following analysis typically is made of street and street utility projects wherever feasible:

- (a) Determine relation to other street and street utility projects at same street location.
- (b) Determine relation to the particular utility "system" extended or perfected by the project.
- (c) Determine conformity with land uses planned to adjoin the street.
- (d) Determine conformity with land use planned for other affected areas.
- (e) Determine effect upon the total capacity of the system in question and relate to estimates of future population for San Francisco.
- (f) Determine effect upon the local capacity of the system and relate to estimates of future population in the area.

The following analysis of building and park and recreation projects is typically made:

- (a) Determine area and population to be served by the facility.
- (b) Determine if circulation within the area served by the facility is satisfactory.





- (c) Determine whether project conflicts with or could contribute to the effectiveness of another project.
- (d) Determine if size of population estimated to be served by the improvement is in harmony with planned density standards and population trends in the area.
- (e) Determine effect of project on present and future surrounding land uses (compatibility of type of use).
- (f) Determine effect of project on present and future surrounding land uses (compatibility of height and coverage).

Proposals for inclusion in the five-year program need not at this time receive clearance for conformity with the master plan. Here the intention of the Department of City Planning will be to assist in advance planning, to aid in supplying data and to serve as a clearing house to suggest and clarify opportunities for cooperative planning in areas where two or more departments are considering related projects.

#### Liaison With Departments

Upon receipt of each department's proposed capital improvement projects, it is intended that, where desirable, representatives of operating departments will be invited to meet with the Department of City Planning. The proposals advanced will then be considered in the light of the supporting data provided by the departments, the order of priority they place upon the proposals, and the master plan.

The procedures for preparation of this capital improvement program may be discussed with Mr. George Duggar and Mr. Frank Lombardi of the Division of Research and Administration in this office, who are available to assist each department in the preparation of the project forms. Information on the program may be secured by calling Hemlock 1-2121, Locals 227 and 245.

It is suggested that each department head immediately designate the person with whom the Department of City Planning may regularly confer on matters affecting the capital improvement program. It would be appreciated if you would notify us of the name of the individual selected and also of a person who might be consulted in his absence.

Please supply and return this information on the stamped, addressed card enclosed for your convenience.





EXPLANATION OF USE OF FORMS  
FOR SUPPLYING DATA ON CAPITAL IMPROVEMENT PROJECTS  
.....

GENERAL

Two forms are to be used in submitting information concerning capital improvement projects: Form P-2, "Individual Project Data," for individual project information; and Form P-2s, "Summary of Projects," to provide a summary of all projects submitted by each department. These forms are a revision of Form P-1 and P-1s which were used last year.

Forms P-2 and P-2s should be completed in quadruplicate, as follows:

1. White - original - send to Department of City Planning
2. Pink - first carbon - " " " " " "
3. Pink - second " " " " " "
4. Yellow-third " retain as your file copy.

A fifth sheet (also yellow) is provided for your convenience as a work sheet.

The forms should be filled in as completely as possible. However, when complete data cannot be given for a project, give all information that can be provided at the date for returning the forms.

Enter the name of the "Department" in capital letters on all forms.

If a project reported last year has been discontinued or abandoned, the first four items on Form P-2 should be completed, nevertheless. Under Item 4, Form P-2 there is a place to indicate projects "no longer proposed."

Form P-2 - INDIVIDUAL PROJECT DATA

See above instructions for number of copies required and general instructions.

Item A - CPD No.

Make no entry here. Department of City Planning will assign project number.

Item B - Priority (Department's Number)

Beginning with number 1, indicate the position this project occupies in present departmental program by the order of its importance as compared with your other projects. In case of equal priorities, assign numbers in sequence arbitrarily and make mention of equal priority in "Remarks" section.

FOR THE SUPPLYING DATA TO CAPITAL DEVELOPMENT PROJECTS  
 INFORMATION TO BE PROVIDED BY THE PROJECTS

GENERAL

The forms are to be used in submitting information concerning capital development projects. Form T-1, "Individual Project Data," is for individual project information and Form T-2, "Summary of Projects," is to provide a summary of all projects submitted by each department. These forms are a revision of Form T-1 and T-2 dated June 1966.

Forms T-1 and T-2 should be completed in duplicate, as follows:

1. White - original - send to Department of City Planning
2. Pink - first carbon - " " " " " "
3. Blue - second " " " " " "
4. Yellowed - " " " " " "

A fifth sheet (also yellow) is provided for your comments as a work sheet.

The forms should be filled in as completely as possible. However, when space is not enough to give for a project, the all information may be provided on the back of the form. The following are the forms:

Enter the name of the department in capital letters for all forms.

If a project is not yet started, but is planned to be started, the first two forms of Form T-1 should be completed. Under Item 1, Form T-1, there is a space to indicate projects "in progress."

Form T-1 - INDIVIDUAL PROJECT DATA

See above instructions for number of copies required and format instructions.

Item A - City No.

When no entry date, Department of City Planning will assign project number.

Item B - Project Description/Summary

Beginning with number 1, indicate the position this project occupies in present department program for the year of the project. Be complete in your description. In case of annual projects, state number of projects submitted and when submitted. Item of total activity is "summary" section.

#### Item 1 and 2 - Name of Project, Location

Project name should be as brief as possible. The location should be given in sufficient detail so that it can be spotted on a map. If no site has been selected, show district or write "undetermined."

#### Item 3. Description

Make a cross in the appropriate box, and add a brief statement of the work proposed to be done.

A project may be defined as an improvement which is self-contained and will usually be constructed as a unit. Construction of a project may extend over a number of years, but in most cases a project as reported to the Department of City Planning should be the smallest separable improvement which will meet the definition. Many projects will be steps in the development of large programs. Whenever possible each individual item which is a usable structure should be designated as a project.

All other outlays for capital improvements shall encompass normal extensions, alterations, renewals and the like with respect to any existing structure, or facility. These projects may be grouped into recognized categories and reported in a lump sum. However, items estimated to cost over \$2,000 should be separately listed by location on a sheet attached to the form.

In general most capital improvements can be defined as those expenditures corresponding to Controller's Object of Expenditure Classifications No. 500 - Buildings, Structures and Improvements, or No. 600 - Land.

#### Item 4.- Status of Project

Since all projects are to be reported this year if they were proposed in last year's Capital Improvement Program, it is necessary to show which are proposed again this year without change, which are resubmitted with modifications, and which are no longer proposed. There is also space to indicate projects not submitted last year and now being submitted for the first time in connection with the annual capital improvement program.

Projects submitted last year which are changed in estimated cost, scheduling, location, or characteristics should be designated as "Resubmission, modified".

#### Item 5. Purpose of Proposed Facilities

Give information necessary to justify the project, including number of persons and area served, increase in capacity, and other appropriate data.



Item 6. Estimated Effect on Future Annual Budget for Operation and Maintenance

The intent here is to secure the net increase or decrease for non-capital items the project may affect. For example: the project may make possible elimination of rental costs being paid for temporary quarters.

Item 7. Anticipated Annual Income

If the project will provide revenue from concessions, rentals, per capita charges or similar sources, so indicate.

Item 8. Estimated Cost and Status

- Col. I "Total Cost" means estimated total cost of complete project including what has already been spent or encumbered.
- Col. II Include as "expenditures and encumbrances, all prior years and through June 30, 1949," department's record of expenditures and encumbrances. This should reconcile with the Controller's records.
- Col. III "Expenditures and encumbrances, all prior years and through June 30, 1950" is the amount in Column II, plus the estimated expenditures and encumbrances July 1, 1949 through June 30, 1950.
- Col. IV "Required to Complete": This is the remainder of total estimated cost (Column I) after deducting estimated expenditures through June 30, 1950 (Column III).

Item 9. Expenditures by Fiscal Years, and Source of Financing

"Cumulative through June 30, 1949": Enter by source of financing all expenditures on the project for all prior years up to July 1, 1949. Enter in appropriate columns by proposed source of financing the proposed expenditures by fiscal years to complete the project.

It is very important that the amount to be requested for 1950-51 be correctly entered by source or sources. Capital improvement budget requests next spring should reflect as nearly as possible the amount entered in Column II opposite 1950-51. Enter the totals for the fiscal year 1950-51 through and after 1955-56, to complete the project at the bottom of each column.

Item 10. Proposed Financing

For bond fund financing in Item 9 give the year the bond issue or issues were approved by the electorate or the year approval will be sought for proposed new issue. Specify source or sources of financing for "From Other Sources." If additional space is needed use "Remarks" space.

Item 6. Estimated Annual Income for Domestic and Foreign Sources

The intent here is to require the taxpayer to estimate the non-capital items the taxpayer has received. The taxpayer may make specific allocation of capital assets and the tax return must be filed.

Item 7. Estimated Annual Income

If the taxpayer will provide returns from individual sources, per capita income or similar sources, an estimate.

Item 8. Estimated Total and Net Income

Col. I "Total Gross" means estimated total gross of capital assets and income from all other sources.

Col. II includes as "estimated" and "estimated" all other income and income from all other sources. This includes income from all other sources and income from all other sources.

Col. III "Estimated" and "estimated" all other income and income from all other sources. This includes income from all other sources and income from all other sources.

Col. IV "Estimated" and "estimated" all other income and income from all other sources. This includes income from all other sources and income from all other sources.

Item 9. Composition of Total Income and Sources of Income

"Estimated" means the total income from all other sources and income from all other sources. This includes income from all other sources and income from all other sources.

It is very important that the taxpayer be prepared to explain the composition of the total income and income from all other sources. This includes income from all other sources and income from all other sources.

Item 10. Estimated Income

The total estimated income is the sum of the total income and income from all other sources. This includes income from all other sources and income from all other sources.



Item 11. Necessary Prior Action

Indicate if other work or action must take place before this project can be undertaken.

Item 12. Remarks

Make suitable remarks to assist in the understanding of the nature of the project, the estimated costs, status, method of financing and other pertinent information.

FORM P-2s SUMMARY OF PROJECTS

See first page of "Explanation" for number of copies required and general instructions.

Recommended Schedule of Future Annual Expenditures to Complete all Projects

(See instructions for Form P-2, Item 9,)

These are the totals by fiscal years required after July 1, 1950 to complete all projects submitted and are the sum of the entries, all Form P-2, under Item 9.

Departmental total budget request for capital improvements next spring at budget time should reflect as nearly as possible the total entered in Column II opposite 1950-51.

Remarks

Give pertinent information relative to the overall program of the department, suggested year or years for undertaking groups of projects, recommendations concerning financing the overall program and similar remarks.





City and County of San Francisco  
Department of City Planning  
INDIVIDUAL PROJECT DATA

A. CPD No. \_\_\_\_\_  
(Make no entry here)

B. Priority (Department's  
number) \_\_\_\_\_

Department \_\_\_\_\_

Date \_\_\_\_\_

Division  
or Bureau \_\_\_\_\_

(See instructions for filling out forms. Type single space if necessary)

1. Name of Project \_\_\_\_\_

2. Location \_\_\_\_\_

3. Description: New ☐ Replacement ☐ Addition ☐ Other ☐

4. Status of Project:  
Resubmission, unchanged ☐ Resubmission, modified ☐ No longer proposed ☐ Not submitted last year ☐

5. Purpose of proposed facilities: \_\_\_\_\_

6. Estimated addition to (+) or saving in (-) annual expenditure for operation and maintenance:

\$ \_\_\_\_\_ (personal service) \$ \_\_\_\_\_ (other expenditure) \$ \_\_\_\_\_ (Total) ; \_\_\_\_\_ (No. of persons)

7. Anticipated annual income from project (if any): \$ \_\_\_\_\_ Source: \_\_\_\_\_

8. Estimated Cost and Status:

	Total Cost	Expenditures and encumbrances all prior years and through:		Required after June 30, 1950 to complete (Col. I minus III)
	I	June 30, 1949 II	June 30, 1950 III	IV
Studies and plans	\$ _____	\$ _____	\$ _____	\$ _____
Land acquisition	_____	_____	_____	_____
Construction	_____	_____	_____	_____
Other ( _____ )	_____	_____	_____	_____
<b>TOTALS</b>	<b>\$ _____</b>	<b>\$ _____</b>	<b>\$ _____</b>	<b>\$ _____</b>

9. Expenditures by Fiscal Years, and Source of Financing:

Fiscal Year	From Annual Budgets			From Bond Funds (Specify in Item 10)		From Other Sources (Specify in Item 10)			Total From All Sources	
	Approved I	Additional II	Voter Approved III	New IV	Approved V	To be Obtained VI	Approved VII	To be Obtained VIII		
Cumulative thru June 30, 1949	\$	\$	\$	\$	\$	\$	\$	\$		
Current year 1949-50	\$	\$	\$	\$	\$	\$	\$	\$		
1950-51	\$	\$	\$	\$	\$	\$	\$	\$		
1951-52										
1952-53										
1953-54										
1954-55										
1955-56										
After: 1955-56										
Total 1950-51 thru and after 1955-56	\$	\$	\$	\$	\$	\$	\$	\$		

10. Proposed Financing: (For bond funds give year(s) bonds were approved or approval will be sought by electorate; for other sources specify source of financing.)

11. Necessary Prior Action:

12. Remarks:

Prepared by \_\_\_\_\_ Approved by \_\_\_\_\_ (Department Head)

## SUMMARY OF PROJECTS

Department \_\_\_\_\_ Division or Bureau \_\_\_\_\_ Date \_\_\_\_\_

Recommended Schedule of Future Annual Expenditures to Complete All Projects (See Form P-2, Item 9):

	From Annual Budgets		From Bond Funds (Specify below)		New IV	From Other Sources (Specify below)		Total From All Sources	
	Approved I	Additional II	Approved by Voters III			Approved V	To be Obtained VI	Approved VII	To be Obtained VIII
1950-51	\$ _____	\$ _____	\$ _____	\$ _____	\$ _____	\$ _____	\$ _____	\$ _____	\$ _____
1951-52	_____	_____	_____	_____	_____	_____	_____	_____	_____
1952-53	_____	_____	_____	_____	_____	_____	_____	_____	_____
1953-54	_____	_____	_____	_____	_____	_____	_____	_____	_____
1954-55	_____	_____	_____	_____	_____	_____	_____	_____	_____
1955-56	_____	_____	_____	_____	_____	_____	_____	_____	_____
After 1955-56	_____	_____	_____	_____	_____	_____	_____	_____	_____
Grand Total	\$ _____	\$ _____	\$ _____	\$ _____	\$ _____	\$ _____	\$ _____	\$ _____	\$ _____

Remarks: For bond funds give year(s) bonds were approved or approval will be sought by electorate. Specify source of financing for "From Other Sources" also.

Prepared by \_\_\_\_\_

Approved by \_\_\_\_\_

(Department Head)









